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MEMORANDUM FOR: Director of Central Intelligence

VIA : Inspector General

SUBJECT : Manpower Survey of the Clandestine Services (Western Europe Division)

REFERENCES : a. Manpower Survey of the Far Eastern Division, 18 August 1954. (Report #1)

b. Manpower Survey of the Eastern Europe Division, 22 September 1954. (Report #2)

I. AUTHORITY FOR THE SURVEY

A. In accordance with instructions from the Director of Central Intelligence, a task force has conducted a survey of the current practices employed within the Western Europe Division (DD/P) for the assignment, control, and reporting of manpower and personnel within this component. This report has been reviewed by the Chief, Management Staff, the Chief, WE Division, the Chief of Administration/WE, and the Personnel Officer/WE, all of whom have accepted the facts contained herein.

B. The scope of this survey report includes an examination of headquarters records of all staff employees and staff agents, including staff project personnel, in both headquarters and field.

II. PURPOSES OF THE SURVEY

A. To determine the accuracy and effectiveness of the numerous controls currently affecting the processing of personnel matters;

B. To determine the accuracy and effectiveness with which the existing records system reflects the assignment of personnel;

C. To determine the number of persons paid at headquarters with unvouchered funds;

D. To analyze the effectiveness of existing personnel and organizational control systems under which the Division operates; and

E. To arrive at conclusions affecting personnel management on the basis of information supplied by records, searches, and interviews with selected Division personnel.

JOB NO. BOX NO. FID NO. DOC. NO. NO CHANGE
IN CLASS. /DECLASS/ CLASS CHANGED TO: TS S C RET. JUST. 22
NEXT REV DATE 12 REV DATE 12 AUTH: 70-2 TYPE DOC. 02
NO. PGS. 2/ ORIGINATOR DATE ORG COMPT OPI ORG CLASS S
PAGE CLASS C REV COORD AUTH: HR 70-3

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III. SOURCES OF TASK FORCE DATA

A. The sources from which data were obtained include:

1. Western Europe Division records maintained by the Assistant Director for Personnel (AD/P);

2. Payroll records of the Office of the Comptroller;

3. WE Division records;

4. WE Branch records; and

5. Interviews with selected personnel in the WE Division.

IV. SURVEY FINDINGS

A. The findings indicate that the basic personnel problems inherent in the current Agency system are equally applicable to WE Division as to the other divisions previously reviewed and it is desired at the outset clearly to indicate that correction of some of the problems noted herein is beyond the scope of Divisional responsibility.

B. The task force has approached the analysis of manpower control with the Western Europe Division from three (3) aspects: manpower controls, personnel management, and records and reports. All data and reports examined were as of 31 July 1954 (Unless otherwise noted).

C. Effectiveness of Manpower Controls

1. Manpower Ceiling:

a. The Division is within its total official civilian manpower ceiling as reported in the AD/P's Monthly Personnel Statistical Review (See Tab A). In terms of physical location, this total is divided between headquarters and the field as follows:

Headquarters:	Ceiling	[redacted]
	Located in Headquarters	
UNDER CEILING (Headquarters) - - -		

25X9

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Field: Ceiling . . . . . [redacted] 25X9A2

25X9

Located in the Field . . . . . [redacted]

UNDER CEILING (Field) - - - - - - - - - - - [redacted]

TOTAL UNDER CEILING (WE Division) - - - - - [redacted]

2. Table of Organization and Position Inventory, AD/P:

a. The table of organization when combined with the position inventory purports to be a record of positions authorized the division, and the incumbents of such positions. As such, it relates names to positions and components on the authorized table of organization and thereby becomes the official record of assignment and location for each employee. The task force found that this official record does not accurately reflect actual assignments and locations.

b. Further, the task force found that the AD/P position inventory for the Western Europe Division does not [redacted] 25X9

and WE Divisions, may be attributed to the fact that the AD/P records reflect the status of individuals only to the extent to which the same has been formalized by official personnel actions (Standard Form 52).

c. The inconsistencies encountered between actual duty status or location and the information reflected in AD/P records, are as follows:

(1) No physical location or interim duties shown

(a) Unassigned

Headquarters
Field

(b) Unlisted on PI of AD/P

Total [redacted] 25X9

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(2) Inaccurate description of location and/or duties

(a) Persons carried on field T/O's but physically in headquarters pending reassignment and/or processing for overseas

(b) Persons carried on one Hq T/O slot but performing duty in another

Total

TOTAL DOCUMENTABLE INCONSISTENCIES

[redacted]

25X9

d. An example of the inconsistencies resulting from the existing T/O system is found in the relationship between WE and IO Divisions. On 9 June 195[redacted] the IO segment of the FP Staff was made an independently functioning division. However, to date, the T/O accompanying this change has not been approved by AD/P with regard to the classification and wage aspects. Since its establishment, IO Division has requested increases to the pending T/O. Pending approval of the original T/O and of the requested increases, WE Division has two (2) personnel on unvouchered funds and one (1) person on vouchered funds who are actually on duty in IO, though continuing to be paid from WE Division funds. Conversely, the task force found one individual paid from FP funds on duty in WE Division.

25X1A

25X9A2

3. CIA Regulation [redacted]

[redacted]

(1) Attached as Tab C are five (5) detailed case histories of personnel who are performing headquarters duties pending reassignment, yet are paid from unvouchered funds.

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25X9

b. These [redacted] individuals paid from unvouchered funds while on duty in headquarters may be categorized as follows:

(1) Out-casuals (those who had entered on duty on unvouchered funds without having since served overseas) and

(2) In-casuals (those who are overseas returnees).

c. By length of time in headquarters on unvouchered funds, there were (as of 31 July 1954):

	In-casual	Out-casual	TOTAL
Less than three (3) months	[redacted]		
Three (3) to six (6) months			
Six (6) months to one (1) year			
One (1) year and over			
TOTAL			

25X9

25X9

[redacted]

X1C4a

unvouchered funds, until [redacted] can be completed. The continued use of unvouchered funds for such salary payments constitutes to a considerable degree a solution to an administrative difficulty which is believed in conflict with the intent of CIA Regulation [redacted]

25X1A

e. It is evident that budgetary controls also suffer from the practice of accounting for and paying headquarters personnel from field allotment accounts. The budgetary distortion created by this practice appears to be substantial enough to warrant further attention.

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D. Personnel Records and Reports

1. Comparison of AD/P Strength Report and Task Force Findings:

The current personnel reporting system does not accurately reflect the actual WE Division headquarters strength. As of 31 July 195[illegible] the task force found [redacted] additional civilian employees on duty in WE Division headquarters above that reported by the AD/P as of the same date. 25X9

ON DUTY STRENGTH
(WE Division Headquarters)

Office of Personnel Report (31 July 195[illegible]) 25X9A2

Civilian Personnel [redacted]

Task Force Findings (31 July 195[illegible]) 25X9A2

On authorized HQs slots (vouchered)	[redacted]
Unassigned (vouchered)	
Not on Position Inventory	
On field slots but in HQs (unvouchered)	
TOTAL	
DISCREPANCY	30*

2. WE Division Personnel Records Management

25X1A

The WE [redacted] maintains records similar to those found in the FE and WE Divisions. (See Tab D) It is worth noting that WE Division has elected not to use the OF-4b which the Office of Personnel forwards with each new employee and substitutes a card of their own design for maintenance of Division Position Inventory.

3. WE Branch Personnel Records Management

The WE branches, with the exception of [redacted] 25X1A8a
do not maintain personnel records nor do they utilize a

*Note: This figure does not include personnel on detail.

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25X1A8a

significant amount of staff time on personnel matters. In WE-[redacted] an Area Operations Officer (career designation - [redacted] serves as an administrative assistant to the branch chief, maintaining files on both staff agents and staff employees (the latter to be discontinued according to Chief of Admin. WE) under the jurisdiction of the branch and devoting approximately eighty-five percent (85%) of his time to administrative matters.

E. Personnel Management

1. The placement of personnel returning from overseas tours of duty is not as permanent a problem for WE Division as that confronting FE and EE Divisions. This is partially explained in that (a) WE Division with an authorized headquarters strength only slightly smaller than FE and EE Divisions has far fewer field positions than FE and EE Divisions, hence fewer returnees and (b) the overseas assignments in WE Division are generally regarded as desirable geographic locations and a high percentage of personnel are willing to accept original and consecutive overseas tours.

25X9

[redacted]

25X9

[redacted]

4. Other factors which delay the [redacted] overseas returnees are as follows:

a. Reluctance on the part of Branch Chiefs to firm up assignments until the individual returns from overseas and is interviewed.

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b. Reluctance on the part of the employee to accept an assignment prior to his return from overseas in order that he will have the opportunity of investigating all possibilities for reassignment.

[redacted] 25X9

T/O grade (See Tab E). This is not necessarily an undesirable or significant factor as long as the individuals concerned are the most senior and qualified for the position. However, the number of such cases does raise the question as to whether or not the Division has thoroughly screened all of its qualified and available personnel prior to making a specific assignment. It also is an indication that the Career Service Boards may not be effecting a review of personnel in other divisions and Agency offices who might be more deserving and qualified to fill the higher graded positions.

V. SURVEY CONCLUSIONS

A. The task force review of the Western Europe Division reveals some of the same weaknesses encountered in and reported on the Far Eastern and Eastern Europe Divisions (References a. and b.) It was found that:

1. Agency controls over actual assignments are not fully effective;

2. The personnel reporting and assignment systems currently employed do not reflect accurately to senior Agency officials the actual assignments, strengths, and locations of Clandestine Services staff employee and staff agents;

3. In the field of personnel management, the overseas returnee problem continues to be of importance. To date, there is no fully effective mechanism to ensure systematic placement or selection out of returning personnel; and

4. Because of the current administrative mechanisms, the Division is required to utilize unvouchered funds for the payment of returning personnel. Such payment, unless specifically authorized for security reasons, is believed in conflict with the intent of CIA Regulation [redacted] which precludes the use of unvouchered funds for the solution of administrative problems. 25X1A

VI. RECOMMENDATIONS

A. Pending the development of more adequate control and reporting

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systems, it is recommended that:

1. All Clandestine Services personnel on duty in headquarters under WE Division jurisdiction and not occupying authorized headquarters positions be transferred to, and reported in, a formalized in-casual or sub-casual group as appropriate; and that, furthermore, all such personnel in casual status be paid with vouchered funds except those sub-casuals whose departure within sixty (60) days has been formalized and/or where a specific and approved security or operational aspect exists.

2. After implementation of 1.a.1. above, Western Europe Division process personnel actions within thirty (30) days correcting all personnel records which do not indicate correct assignments or correct physical locations.

3. Western Europe Division be further directed to:

a. Report in detail to the Chief of Operations (DD/P), with copies to the Inspector General and the Inspection and Review Staff (DD/P), every thirty (30) days, all actions which have been taken and those which remain to be taken in order to comply with the recommendations made above, and that these periodic reports be submitted until the recommendations above have been fully implemented;

b. Ensure, on all future WE personnel reports to senior Clandestine Services officials, that the following factors are reported:

(1) All personnel in in-casual or out-casual status.

(2) All personnel not on currently authorized table of organization position slots.

(3) All personnel in headquarters paid from unvouchered funds and not on authorized headquarters table of organization slots.

(4) All personnel performing duty other than that of the table of organization position to which they have been assigned.

(5) All personnel on duty in WE Division but not filling table of organization positions in the Division (e.g., JOT, consultants, details from outside WE, etc.)

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B. Recommendations affecting over-all Clandestine Services personnel procedures which appear to be indicated by certain findings in this survey and those of FE and EE Divisions will be covered in separate reports.

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[redacted]

Attachments: Tabs A through F-

Distribution:

Original and 1: Addressee
1: Inspector General
1: AD/P
1: DD/P, DD/P (Admin)
1: Chief, Management Staff
1: Chief, FE
1: EAR Task Force
1: EAR Subject file
1: EAR Chrono

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